DOCUMENT RESUME

ED 325 017 HE 023 934

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TITLE A Guide for College Presidents and Governing Boards: Strategies for Eliminating Alcohol and Other Drug Abuse on Campuses.
INSTITUTION Office of Educational Research and Improvement (ED), Washington, DC.
REPORT NO PIP-90-874
PUB DATE Sep 90
NOTE 53p.
PUB TYPE Guides - Non-Classroom Use (055)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS Administrator Role; *Alcohol Abuse; Alcohol Education; Alcoholic Beverages; Attitude Measures; Check Lists; *Drinking; *Drug Abuse; Drug Education; Drug Use; Higher Education; *Intervention; Policy Formation; Prevention; Program Evaluation; Referral; *School Policy; *Social Control; Social Problems; Student Attitudes

ABSTRACT

This guide outlines the extent of drug use and alcohol problems on college campuses and recommends five strategies for institutions of higher education: (1) develop clear policies concerning alcohol and other drugs; (2) enforce alcohol and other drug regulations; (3) provide alcohol and other drug education and prevention programs; (4) ensure intervention and referral for treatment of students, faculty, and staff; and (5) assess attitudes and behavior toward alcohol and other drugs as well as the effectiveness of education, prevention, intervention, and treatment programs. The guide recommends specific actions that college presidents and governing boards can take to carry out each strategy, and includes a checklist for pursuing each strategy. Appendixes contain: membership guidelines and standards of the Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse, the Drug-Free Schools and Communities Act Amendments of 1989, and guidelines for beverage alcohol marketing on college and university campuses of the Inter-Association Task Force on Campus Alcohol Policy Issues. Includes nine references. (JDD)

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ED 325017

A Guide for College Presidents and Governing Boards:

Strategies for Eliminating Alcohol and Other Drug Abuse on Campuses

HE 023 934

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A Guide for College Presidents and Governing Boards:

Strategies for Eliminating Alcohol and Other Drug Abuse on Campuses

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U.S. Department of Education
Office of Educational Research and Improvement

September 1990

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September 1990

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USING THIS GUIDE

This guide is intended to help college and university presidents and governing boards eliminate drug use and alcohol problems on our college campuses. The guide outlines the extent of the problem on our campuses and recommends five strategies for institutions:

1. Develop clear policies concerning alcohol and other drugs;
2. Enforce alcohol and other drug regulations;
3. Provide alcohol and other drug education and prevention programs;
4. Ensure intervention and referral for treatment of students, faculty, and staff; and
5. Assess attitudes and behavior toward alcohol and other drugs as well as the effectiveness of education, prevention, intervention, and treatment programs.

The guide recommends specific actions that college presidents and governing boards can take to carry out each strategy. The guide also includes a checklist for pursuing each strategy.

INTRODUCTION

Why Should College Presidents and Board Members Be Concerned?

> American society is harmed in many ways by alcohol abuse and drug use--decreased productivity, serious health problems, breakdown of the family structure, and strained societal resources. Problems of abuse have a pervasive impact upon many segments of society--all socioeconomic groups, all age levels, and even the unborn. (Membership Guidelines and Standards of the Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse, 1988, p. 1. Appendix A contains the complete text of the standards.)

Because colleges and universities are reflections of American society, it is no surprise that alcohol and other drugs are a fact of life among college students in the United States today. As Ernest L. Boyer points out in Campus Life: In Search of Community, "Alcohol has a long history of public acceptance and public consumption--from faculty sherry hours to fraternity beer parties." Despite laws prohibiting the use and purchase of alcohol by persons under 21 years of age, on many campuses alcohol is the central focus of and chief destructive element in students' lives.

Although not nearly so prevalent, the use of other drugs (including marijuana, cocaine, stimulants, and steroids) as well as the abuse of over-the-counter and prescription drugs, is still a problem. Furthermore, many campuses located near major drug-trafficking centers of our country are being victimized by drug-related crime and easy accessibility of cocaine, crack, PCP, and other illegal drugs.

Students and Alcohol

The alcohol problem among college students has been well documented. Most students begin to use alcohol before they get to college. Many begin drinking in their early teens. When students enter college, they drink more often, and when they drink, they drink more than students of previous generations (Upcraft and Eck, 1986).

Recent studies have shown that about 90 percent of all college students use alcohol, 50 percent may be heavy drinkers (consuming five or more drinks at one sitting at least once in 2 weeks), and 5 percent may be alcoholics. These drinking patterns appear to have remained much the same over the past several years (Anderson, 1988).

Some students have experienced the devastating effect of alcoholism and other drug addiction in their own families. It is estimated that there are about 28 million children of alcoholics in the United States today. Research on this population suggests that they may have little self-confidence, perform poorly in school, and have personal adjustment problems (Ackerman, 1983).

Unfortunately, colleges and universities are increasingly paying the price for alcohol-related problems. Academic failure, damage to residence halls, discipline referrals, hazing, assaults, rape, and campus arrests are just some of the campus problems that stem primarily from the use of alcohol and other drugs. Injuries and death from alcohol-related traffic accidents are the leading cause of death for persons between the ages of 15 and 24. And strained community relations often result from student alcohol- and other drug-related behavior. Administrators, police, residence hall staff, counselors, and faculty spend an inordinate amount of time and effort preventing and controlling these problems.

Students are also the victims of their own indulgence in alcohol. In addition to the obvious immediate consequences--hangovers, vomiting, blacking out, and physical injuries--there are longer-term consequences. Students who drink excessively are more likely than other students to have ineffective personal relationships, to earn lower grades, to drop out, and to suffer other negative consequences including alcoholism.

Students and the Use of Other Drugs

Students' lives are also disrupted by the use of other legal and illegal drugs. Studies suggest that about 20 percent of college students have used marijuana, 10 percent have used cocaine, 8 percent have used sedatives and tranquilizers, and 4 percent have used stimulants at least once a month (Anderson, 1988). The negative consequences are virtually the same as those for alcohol use already mentioned. For example, most suicide attempts by students are related to the use of legal or illegal drugs.

Another phenomenon is steroid use by college athletes and other students to improve performance or enhance body image. The well-publicized case of Canadian Olympic athlete Ben Johnson is a case in point. Steroid use among intercollegiate athletes has been well documented. James Wright, a prominent researcher in the field, estimates that in excess of 80% of all division one football players have used steroids in recent years (Wright, 1984). According to some estimates, perhaps half of all track and field athletes have used steroids at some point in their training. Steroids are not addictive, mood altering drugs at the time of administration. Thus, the demand for these drugs seems to be created by the desire to win at any cost (Yesalis, 1990).

The problem is that although there is some evidence that steroids enhance athletic performance, there may be long term health effects in otherwise healthy individuals. In males, this includes liver damage (including liver cancer), impaired kidney function, enlargement of the prostate gland, decreased levels of testosterone, testicle atrophy resulting in sterility, growth of breast tissue, weight gain caused by fluid retention, elevated blood pressure, and heart disease. In women, steroids can produce liver damage, a deepened voice, growth of facial and chest hair, clitoral enlargement, menstrual irregularities, and impairment of reproductive capacity. Even more disturbing is that many steroid users began using these drugs as early as elementary school.

Faculty and Staff

Students are not the only ones on campus with alcohol and other drug problems. Faculty and staff may also need help, as is evidenced by the number of institutions that include alcohol and other drug prevention and treatment in their employee assistance programs.

Alcohol- and other drug-related problems among college employees result in absences from work, erratic job performance, safety hazards, impaired job productivity, racial and sexual harassment of students, and resentment among co-workers. The lack of rigidity in faculty members' work schedules often makes it very difficult to detect an alcohol or other drug problem.

These problems account for administrative and supervisory time as well as increased medical insurance and worker's compensation costs. Abuse accounts for millions of dollars in lost productivity in higher education each year.

The Changing Legal Climate

Federal legislation and regulations now require most colleges and universities to take new measures to combat illegal drugs in the workplace:

- The Drug-Free Schools and Communities Act Amendments of 1989 require an institution of higher education to certify to the U.S. Department of Education, by October 1, 1990, that it has adopted and implemented a program to prevent the illicit use of drugs and the abuse of alcohol by students, faculty, and staff (Appendix B contains the complete text of the amendments.).

- The Higher Education Act Amendments of 1986 require those institutions receiving Federal financial student aid to certify that they have drug prevention programs accessible to institutional officers, employees, and students.

- The Drug-Free Workplace Act of 1988 requires colleges and universities to take specific steps to achieve a drug-free workplace; the act applies to all institutions that receive Federal grants and certain Federal contracts.

- The Department of Transportation and the Department of Defense have developed other drug-free workplace regulations.

Summary

Our colleges and universities, as well as our society, obviously face continuing alcohol- and other drug-related problems that threaten our way of life. Institutions of higher education have responded in a wide variety of ways, some effective, some not.

Over the past decade, institutions' policies, training, data-gathering, prevention, and referral efforts have multiplied, but students' abuse of alcohol, at least, has not notably diminished in response (Anderson and Gadaleto, 1988).

The purpose of this guide is to suggest ways in which institutions can work toward the elimination of alcohol and other drug problems, and to show presidents and board members how to take the lead in these efforts.

FIVE STRATEGIES:
What Can Institutions Do to Eliminate Alcohol and Other Drug Abuse?

A college or university that is committed to eliminating alcohol and other drug problems must first recognize and admit that a problem exists on its own campus. Much as alcoholics will deny that they have an addiction problem, some colleges will acknowledge the existence of a national problem or problems at other institutions, but deny they have a problem in their own backyard. A recent study by the Carnegie Foundation for the Advancement of Teaching found that two-thirds of the college and university presidents who were surveyed identified alcohol abuse as a problem on their campuses. Substance abuse, primarily alcohol, was mentioned most frequently when presidents were asked to identify the top three social issues on their campuses.

Some institutions "look the other way" when State or local alcohol and other drug laws or college regulations are violated. They may have vague policies or none at all. They may either not enforce alcohol and other drug regulations or not deal effectively with violators. They may impose standards on alumni and visitors or faculty and staff (especially at athletic events) that are less strict than the standards they impose on students. Such institutions may even sanction campus events that involve "high-risk" use of alcohol and other drugs. As a result, the institutions send mixed messages about where they really stand on this issue.

What the Law Requires

If only because the legal climate is changing, colleges and universities can no longer afford to keep their heads in the sand. Alcohol server liability is now being applied to colleges and universities as well as to student and institutional events, activities, and programs.

For example, in 1986, the United States Court of Appeals for the Third Circuit held that:

> individuals...who furnish alcoholic beverages to minors not only commit a violation of law, but they also render themselves potentially liable for any injuries that third parties might sustain due to an act of an intoxicated minor. Individuals potentially liable for such damages include not only those who physically furnish the alcohol to the minor but any persons who aid and assist in the furnishing of alcohol through its purchase, or through organizing, hosting, or supporting the event at which the alcohol is made available. [Emphasis added.]

The Ethical Responsibility of Colleges and Universities

Because of the damaging effects cited previously, colleges and universities have an educational and ethical responsibility, as well as a legal responsibility, to act forcefully to promote a campus environment free from alcohol and other drug problems. They cannot afford to allow a generation of students to destroy their future or to ignore the harm to our colleges and universities caused by faculty and staff who abuse alcohol and other drugs.

Until recently, there were few effective programs to prevent the use of alcohol and other drugs on college campuses. Some programs simply presented factual information about alcohol and other drugs and the extent of alcohol and other drug use. Other programs emphasized the need to reduce stress by means other than alcohol and drug use; publicized factors that put people at special risk for drug problems; and sought to make the use of alcohol and other drugs less acceptable.

Although such programs have proliferated in recent years, there is little evidence that educational programs alone are effective in reducing alcohol and other drug problems.

The College Network

Once a college or university admits that a problem exists, the next step is for the institution to commit itself to a comprehensive approach--institutionalizing alcohol and other drug prevention policies, programs, and strategies. Because institutions of higher education typically operate in decentralized ways, however, systems approaches are often difficult to implement.

In 1987 the U.S. Department of Education asked a group of educators to develop standards to guide colleges and universities in dealing with alcohol and other drugs. This planning group developed standards that were endorsed by several major higher education professional associations. As of 1990, 1,300 colleges and universities had subscribed to these standards and had joined the new Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse. (Membership is still open, and institutions wishing to join should contact Dr. Vonnie Veltri, Network Coordinator, Department of Education, 555 New Jersey Avenue, N.W., Washington, DC 20208-5644, 202-357-6116.)

These standards serve as the foundation for comprehensive campus efforts. An institution with a commitment to eliminating alcohol and other drug problems must implement the five strategies mentioned earlier:

1. Develop alcohol and other drug policies;
2. Enforce alcohol and other drug regulations;
3. Provide alcohol and other drug education and prevention programs;
4. Ensure intervention and referral for treatment for students, faculty, and staff; and
5. Assess attitudes and behavior toward alcohol and other drugs, as well as the effectiveness of education, prevention, intervention, and treatment programs.

Each of these is discussed in the sections that follow.

STRATEGY NO. 1: DEVELOP POLICIES

According to the Network Standards, colleges and universities have a responsibility to promulgate policies consistent with the Federal, State, and local laws that apply to all members of the campus community, including students, faculty, staff, administrators, and visitors.

Policies should be published in admissions materials, student and faculty handbooks, and materials for the general public. Published policies should be widely circulated to students and their families, faculty, staff, and administrators before any of these persons becomes affiliated with the institution. Alumni, visitors, and the general public also should be made aware of the alcohol and other drug policies.

Furthermore, the Drug-Free Workplace Act of 1988 requires that institutions receiving Federal assistance publish and distribute a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the workplace.

Comprehensive policies should:

- Be consistent with State and local laws. Campuses should not be sanctuaries where alcohol and other drug laws are unenforced; the Drug-Free Schools and Communities Act provides specific standards. Furthermore, because all States prohibit persons under 21 years of age from purchasing, possessing, or consuming alcohol, and because many students are under 21 years of age, college policies should be consistent with State and local laws.

- Address both individual and group behavior and events. Students must know precisely which policies govern their behavior and how each student will be held accountable. Similarly, registered student organizations must know precisely what policies apply to their events and activities and how they will be held accountable.

- Address both on-campus and off-campus behavior. All institutions must assume full accountability for on-campus behavior with respect to alcohol and other drugs. However, institutions may wish to develop different policies for behavior off campus with respect to alcohol and other drugs depending on the institution's mission, local community norms, and the extent to which institutions are prepared to enforce their policies off campus. Generally, it is not advisable to have policies that the institution is unwilling or unable to enforce.

- **Apply to all campus property and to events controlled by the institution.** The marketing guidelines developed by the Inter-Association Task Force on Campus Alcohol Policy Issues, and subscribed to by the beverage alcohol industry, can help institutions develop policies regarding the promotion of alcohol on campus (see Appendix C for these guidelines).

- **Specify clear and unequivocal consequences for not complying with policies.**

- **Be reviewed periodically by legal counsel.** The legal climate relating to alcohol and other drugs is constantly changing; thus, risk management becomes an ever-changing challenge for colleges and universities. Policies should minimize the liability of the institution while asserting the institution's fundamental right to regulate and control behavior relating to alcohol and other drugs.

A Checklist on Policy

Ask these questions	Yes	No	Doublecheck these indicators	Yes	No
1. Does the campus have a comprehensive alcohol and drug policy?	☐	☐	Is the policy stated in an official document?	☐	☐
a. Is the policy consistent with state and local laws?	☐	☐			
b. Does it address both individual and group behavior and events?	☐	☐			
c. Does it address on-campus and off-campus behavior?	☐	☐			
d. Does it address marketing and hosting of events where alcohol is served?	☐	☐			
2. Is the policy distributed to individuals and groups that are affected?	☐	☐	Is the document published in major institutional publications?	☐	☐
			Is a procedure in place for receiving such reports?	☐	☐
3. Were students, faculty, and staff involved in developing the policy?	☐	☐	Student participation?	☐	☐
			Faculty participation?	☐	☐
			Staff participation?	☐	☐
4. Is the policy enforced?	☐	☐	Is there a written record of violations?	☐	☐
5. Does the president speak out frequently on use and abuse of alcohol and other drugs?	☐	☐	Are there presidential speeches and written statements?	☐	☐
6. Is the policy reviewed by the president and trustees to take into account changing knowledge, campus experience, legislation, and legal precedents?	☐	☐	Is there an annual review, with dates set on the official calendar?	☐	☐
7. Does the policy notify employees that manufacture, distribution, dispensing, possession, or use of a controlled substance in the workplace is unlawful and prohibited?	☐	☐	Has the policy been reviewed for relevant statements?	☐	☐

STRATEGY NO. 2: ENFORCE REGULATIONS

Colleges and universities have a responsibility to enforce their alcohol and other drug policies and regulations. Failure to do so reduces such policies and regulations to window dressing and belies any real commitment to the elimination of alcohol and other drug problems.

Consistency of enforcement is especially important. Selective enforcement that results in some persons being held accountable (students) while others are not (faculty, staff, alumni, or visitors) is wrong. Holding students accountable in some environments (residence halls) but not in others (athletic events or tailgate parties) is poor practice. Ignoring violations for fraternity/sorority groups off campus while rigidly enforcing policies on campus is poor practice, too. Variation in standards of enforcement--depending on whether the enforcing is done by college staff or campus police--is equally bad. Also, a mechanism should be created for campus officials and area police agents to work together to maintain consistency of enforcement.

Legal Issues

Underage drinking presents a special problem for colleges and universities, because many students are under the age to possess, purchase, or consume alcohol legally. State-imposed drinking ages are often ignored because of the perceived or real lack of enforcement. Regardless of the unpopularity of such laws among students or staff, or the frequency with which they choose to disregard the law, colleges and universities have a responsibility to enforce the law on their campuses. Institutions should not aid and abet underage drinking through lax enforcement.

Moreover, as stated earlier, for most institutions, <u>this enforcement responsibility is no longer a matter of choice but a matter of law.</u> The Drug-Free Workplace Act of 1988 requires that institutions take action against employees who manufacture, distribute, dispense, possess, or use a controlled substance. If employees are convicted under criminal drug laws, they must notify their employer within 5 days of that conviction. Within 30 days of a conviction, the college or university must discipline the employee or require that the person complete a drug rehabilitation program.

Drug Testing

Another important enforcement issue is drug testing. For employees, a recent Department of Transportation regulation (53 FAD <u>Fed. Reg.</u> 47, 134, November 21, 1988, to be codified at 49 C.F.R. PTS 391 and 394) requires motor carriers to implement drug testing and education programs for drivers under the motor

carriers' control. (College vehicles that carry more than 5 persons are affected by this regulation, although certain restrictions apply.)

The legality of mandatory drug testing for student athletes has yet to be resolved by the courts. Regardless of the outcome of the legal challenges, colleges and universities have an obligation to develop a comprehensive alcohol and other drug policy that, at a minimum, allows for testing of athletes who the institution has reason to believe are abusing drugs. Furthermore, if such abuse is confirmed, there must be carefully prescribed penalties, from rehabilitation to dismissal.

Handling Violations

Once a violation is alleged to have occurred, appropriate disciplinary action must be taken, within the procedures established by the institution for the adjudication of such violations. The procedures for students, faculty, and staff may be different, but nonetheless must be applied.

Persons found guilty must be held accountable for their actions. In some instances, separation from the institution will be appropriate, particularly if the violation involved illegal sale or distribution of alcohol or other drugs. Criminal prosecution also should be considered for such offenses.

On- or off-campus community service projects (e.g., volunteering in an alcohol or other drug treatment facility), counseling, or participation in alcohol and other drug education programs are also appropriate sanctions, or can serve as conditions for readmission if the violator was separated from the institution.

A Checklist on Enforcement

Ask these questions	Yes	No	Doublecheck these indicators	Yes	No
1. Is the campus policy enforced consistently and on time?	☐	☐	Are inconsistencies revealed in enforcement practices and records of violations?	☐	☐
2. Is enforcement more stringent in some areas than in others?	☐	☐	What do records of violations reveal?	☐	☐
3. Are appropriate sanctions applied to violators?	☐	☐	What is revealed in records of sanctions that have been levied?	☐	☐
4. Do sanctions include community service and educational programs?	☐	☐	What is revealed in records of sanctions levied?	☐	☐
5. Is the policy enforced off campus?	☐	☐	What is revealed in enforcement practices?	☐	☐
6. Do students view enforcement policies as fair and equitably applied?	☐	☐	What does a student survey reveal?	☐	☐
7. Are employees held as accountable as students?	☐	☐	What is revealed in records of violations?	☐	☐
8. Is there an administrative mechanism for receiving reports of employees who are covered by the Drug-Free Workplace Act of 1988?	☐	☐	Is a procedure in place for receiving such reports?	☐	☐
9. Has a drug testing policy for athletes been developed?	☐	☐	Is the policy stated in an official document?	☐	☐
10. Does the campus comply with all Federal legislation and regulations?	☐	☐	What is revealed in a review of compliance?	☐	☐

STRATEGY NO. 3:
PROVIDE EDUCATION AND PREVENTION PROGRAMS

Colleges and universities have a responsibility to provide alcohol and other drug education and prevention programs for faculty, staff, and students. Contemporary theory, literature, and research support the contention that to be effective in modifying behavior education must focus on the campus environment, the personality and psychology of the individual, and alcohol- and other drug-related behavior (Jessor and Jessor, 1977).

Students and others need an environment that reinforces healthy and safe behavior; provides for social bonding; and helps them to resist the pressures to use alcohol if underage, to use other drugs, or to abuse alcohol if above the legal age for purchase and consumption. Many people who are inclined to take risks, seek sensations, and indulge themselves are particularly susceptible to environmental pressures and likely to have alcohol and other drug problems. Acquaintance rape, vandalism, and poor academic performance are often associated with alcohol and other drug use and abuse.

The Higher Education Act Amendments of 1986 require all colleges and universities maintaining Federal financial aid eligibility for students to certify that they have drug abuse prevention programs for institutional officers, employees, and students. The Drug-Free Workplace Act of 1988 expands this provision to require employers to establish a policy of maintaining a drug-free workplace by communicating the dangers of workplace drug abuse and providing information about drug counseling, rehabilitation, and employee assistance programs. In essence, this law requires colleges and universities to make good-faith efforts to establish and maintain a drug-free workplace for employees covered under Federal contracts and grants.

The Traditional Approach to Prevention

A traditional approach to addressing public health problems is a model of prevention that consists of three separate components.

Primary prevention efforts attempt to keep alcohol and other drug abuse from occurring in the first place. Primary prevention efforts on college campuses can include educational efforts to eliminate alcohol and other drug problems, as well as policy designed to restrict abuse and enforcement of consequences for violations of policies.

Orientation programs that include an alcohol and other drug component for students, faculty, and staff are an example of primary prevention programs. Education programs throughout the year are another example. Such programs can include extensive use of peers, provided they were appropriately selected, trained, and supervised whenever possible. Alcohol and other drug education programs should be developed in collaboration with

community agencies, because their expertise can be helpful and their support is critical.

Educational programs should present accurate and current information on the health risks and symptoms of alcohol and other drug problems. Alcohol and other drug information and awareness should also be included in the curriculum, either as part of existing courses or stand-alone courses. They may be offered as electives or required of all students. Although occasional voluntary alcohol and other drug awareness programs can stimulate student interest, students can learn more about alcohol and other drugs in a systematic way through assigned readings and writings. They can also consider their attitudes and behavior in the light of knowledge and have the opportunity to discuss alcohol and other drugs with students.

Colleges and universities also have a responsibility to promote and support alcohol-free institutional activities, events, and programs and to subsidize them if necessary. Many institutions have been pleasantly surprised by the turnout at such events when attractive food and music are available in a "student-friendly" environment without alcohol.

Coordination of education and prevention programs is especially important. Such coordination should be assigned to a specific administrative unit, most likely student affairs. The human resources division also should be involved to ensure the inclusion of faculty and staff. Administrative units with these responsibilities should make sure that their efforts are coordinated and should use compatible approaches based on institutional policies described earlier.

Secondary prevention efforts are designed to identify problems as early as possible and to refer students for appropriate help. These efforts should include the education and training of faculty, staff, and students to identify and refer persons who are harming themselves or others through the use of alcohol or other drugs. Counselors and others should be trained to assess the extent of the problem and to break down resistance to treatment. Special workshops, training programs, and academic courses are appropriate mechanisms to educate and train campus personnel.

Tertiary prevention efforts are designed to provide rehabilitation and relapse prevention services for students with serious alcohol or other drug use problems and should include counseling and treatment programs, which are described under "Strategy No. 4, Ensure Intervention and Treatment."

The Concept of "Chemical Health"

The emerging concept of chemical health offers a new, positive and comprehensive approach to alcohol and other drug use issues and problems. (Svendsen, Griffin, 1989) The concept recognizes that the questions of alcohol and other drug use are more complex than simply use versus nonuse. The concept acknowledges that some drugs when used appropriately and legally can protect from disease, speed recovery from injury, comfort the ill, and have the potential to improve health. The concept further recognizes that people can experience a variety of harmful consequences resulting from the inappropriate use of alcohol and other drugs, one of which is chemical dependency.

The concept of chemical health also gives direction for programming in three areas:

Response means providing systematic and professional assistance to students and their families who are experiencing problems. The primary roles of the college or university in the area of response are as follows:

- To identify those students in need of assistance by observation of student behavior and/or drug testing,
- To intervene in a positive way,
- To match student needs with appropriate college or community resources, and
- To support the student throughout this process.

Prevention, as the word suggests, is directed toward persons who currently do not have problems. Prevention consists of several essential programs:

- Programs that provide important information that students need to make healthy decisions. Although information alone is not likely to prevent problems, it is an important part of a prevention effort;
- Programs that teach students to identify and counteract social influences that encourage alcohol or other drug use;
- Programs that encourage and support problem-free activities and situations for students;
- Programs that provide students with instruction and practice in personal and social skills that resist pressure to use alcohol and their drugs; and
- Programs that establish standards or guidelines for safe, healthy, and appropriate behavior for students within the college environment, family life, social institutions, and the community.

The third leg of the model is health promotion, which focuses on the healthy development of individuals, rather than response to specific student problems, health issues, and concerns. Health

promotion is a process that acknowledges and nurtures a sense of self-worth and strengthens personal and social support. The following efforts are recommended for effective health promotion:

- Undertake efforts that acknowledge and nurture each person's self-worth;
- Initiate programs that develop life skills that will promote a positive, healthy life-style;
- Develop programs that encourage development of personal, social and spiritual support systems; and
- Carry out strategies that promote healthy life-styles that include good nutrition, stress management, and lifelong physical activity.

A Checklist on Education and Prevention

Ask these questions	Yes	No	Doublecheck these indicators	Yes	No
1. Is funding adequate for education and prevention programs?	☐	☐	Is the amount provided sufficient to sustain programs?	☐	☐
2. Is a specific office responsible for education and prevention programs?	☐	☐	Has an office been officially designated?	☐	☐
3. Are education and prevention programs coordinated?	☐	☐	Is there a document that lists existing programs and sponsoring units?	☐	☐
4. Are education and prevention programs offered:			Is there documentation of each program?		
a. at orientation?	☐	☐		☐	☐
b. in residence halls?	☐	☐		☐	☐
c. in the student union?	☐	☐		☐	☐
d. in classrooms?	☐	☐		☐	☐
e. in academic courses?	☐	☐		☐	☐
f. for student organizations?	☐	☐		☐	☐
5. Are peers involved in education and prevention programs?	☐	☐	Have peers been selected, trained, and supervised?	☐	☐
6. Are education and prevention programs used as sanctions for violators?	☐	☐	What is revealed in record of sanctions?	☐	☐
7. Is community involved in education and prevention programs?	☐	☐	Are community agencies involved?	☐	☐
			Is there a community advisory body?	☐	☐
8. Do employee assistance programs include education and prevention programs?	☐	☐	Is an education and prevention component included in EAP?	☐	☐
9. Does the campus offer alcohol-free activities for students, employees, and visitors?	☐	☐	Is printed information available about alcohol-free events?	☐	☐
10. Are campus student organizations included in education and prevention efforts?	☐	☐	Is printed information available about campus organizations involved in education and prevention efforts?	☐	☐
11. Are education and prevention programs evaluated?	☐	☐	Are reports available that represent evaluations of programs?	☐	☐
12. Do employee and student insurance programs provide reimbursement for alcohol and drug treatment?	☐	☐	Has a review been made of insurance policies?	☐	☐

STRATEGY NO. 4:
ENSURE INTERVENTION AND TREATMENT

Colleges and universities should have a system of intervention and referral for treatment of students, faculty, and staff. Training programs should be developed to enable members of all three groups to detect alcohol and other drug problems and to refer persons with these problems for assistance and treatment as necessary. As already mentioned, some students may have problems that stem from having been reared in alcoholic or other drug-dependent homes.

Long-Term Treatment

Generally speaking, colleges and universities should not have to provide long-term treatment for persons with alcohol, other drug, and related problems. But an institution that provides psychological counseling should have resources available for alcohol and other drug counseling. Often such counseling is provided through community resources.

Most institutions simply do not have--nor are they prepared to commit--resources for extensive, long-term treatment. But colleges and universities can identify and establish working relationships with community alcohol and other drug treatment resources, including Alcoholics Anonymous, Narcotics Anonymous, Al-Anon, Adult Children of Alcoholics, and Alateen. Except when participation in residential detoxification and treatment programs is required, students and faculty may be able to continue their treatment at local, county, or State outpatient treatment programs while enrolled or employed.

Cost of Treatment

Most institutions do not pay for long-term treatment of students with alcohol or other drug problems, but some institutions include alcohol and drug treatment as part of employee assistance programs or health insurance benefits. Although treatment programs for employees are costly in the short run, it may be more cost-effective in the long run to rehabilitate employees than to hire and train replacements.

A Checklist on Intervention and Treatment

Ask these questions	Yes	No	Doublecheck these indicators	Yes	No
1. Are education and prevention programs available to:			Is printed information available about programs for each group?		
a. students?	☐	☐		☐	☐
b. faculty?	☐	☐		☐	☐
c. staff?	☐	☐		☐	☐
2. Are treatment services available to:			Is printed information available for each group?		
a. students?	☐	☐		☐	☐
b. faculty?	☐	☐		☐	☐
c. staff?	☐	☐		☐	☐
3. Is there a drug testing policy for:			Is each policy stated in an official document?		
a. students?	☐	☐		☐	☐
b. student athletes?	☐	☐		☐	☐
c. employees?	☐	☐		☐	☐
4. Is there an employee assistance program for alcohol and other drug treatment?	☐	☐	Is it an operative program?	☐	☐
5. Are members of the community trained to detect alcohol and other drug abuse?	☐	☐	Is a training program in place?	☐	☐
6. Are employees and students encouraged to seek treatment?	☐	☐	Are relevant personnel policies in place?	☐	☐

STRATEGY NO. 5:
ASSESS ATTITUDES AND BEHAVIOR, AND THE EFFECTIVENESS OF PROGRAMS

Colleges and universities have a responsibility to determine the effectiveness of their efforts to deal with alcohol and other drug problems. Sometimes institutions spend considerable money to handle these problems without developing ways of finding out whether they are getting their money's worth. In an era of limited resources, colleges and universities must develop evidence that policies and programs are working for students and employees, or the resources will be diverted to other uses.

Collecting and Analyzing Data

Institutions must start by routinely collecting some basic information about alcohol and other drug use and abuse from police and security reports, campus disciplinary records, aggregate records from campus counseling and advising services, educational programming units, and academic departments and colleges (schools?). It is also helpful to collect information on community organizations that provide education, prevention, intervention, and treatment services. These records can suggest longitudinal patterns in the progress toward the goal of eliminating alcohol and other drug problems.

Systematic student, faculty, and staff surveys of alcohol and other drug knowledge, attitudes, and behaviors also are important in plotting longitudinal trends. Surveys should assess the lifetime (ever used), annual (previous 12 months), and current (previous 30 to 60 days) use of alcohol and other drugs; should elicit family histories; and should assess attitudes toward and knowledge about the legal and social consequences of alcohol and other drug use and abuse.

Conducting Research

Colleges and universities are especially competent to conduct assessments for their own campuses, as well as to conduct research studies that yield insight into alcohol and other drug problems

For example, researchers might conduct studies on how alcohol and other drugs affect the mind and body, the reasons people use and abuse alcohol and other drugs, the effectiveness of various policies and interventions, and the kind of institutional climate that best facilitates the elimination of alcohol and other drug problems. Faculty in the social and biological sciences and in education can make a significant contribution to the understanding of alcohol and other drug abuse, if supported by the institution.

A Checklist on Assessment

Ask these questions	Yes	No	Doublecheck these indicators	Yes	No
1. Have comprehensive studies of alcohol and other drug use been conducted among:			Have these studies included:		
2. faculty?	☐	☐	a. campus surveys?	☐	☐
b. students?	☐	☐	b. police reports?	☐	☐
c. staff?	☐	☐	c. conduct reports?	☐	☐
			d. counseling records?	☐	☐
2. Are education and prevention programs evaluated?	☐	☐	Are evaluation reports available?	☐	☐
3. Are funds available for faculty research on alcohol and other drugs?	☐	☐	Are budget allocations indicated?	☐	☐

CONCLUSION:
A CALL FOR COMMITMENT

College and university presidents and board members have a responsibility to ensure that alcohol and other drug problems are eliminated from their campuses, for both students and employees.

Commitment is vital in all five strategies that have been described here. We must provide leadership and resources to eliminate alcohol and other drug abuse from our institutions. To do anything less is to abdicate our responsibility for a drug-free environment and thus to compromise the integrity of our institutions.

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Both Dr. Upcraft and Dr. Welty are members of the Planning Group of the Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse.

APPENDIX A

MEMBERSHIP GUIDELINES AND STANDARDS OF THE NETWORK OF COLLEGES AND UNIVERSITIES COMMITTED TO THE ELIMINATION OF DRUG AND ALCOHOL ABUSE

Developed at the Network Planning Group meeting on September 21-22, 1987. Revised at a meeting of college presidents on December 9, 1987; at a meeting of the Higher Education Secretariat on January 5, 1988; and at meetings of the Planning Group on February 2, 1988, and February 27, 1990.

Network of Colleges and Universities
Committed to the Elimination of
Drug and Alcohol Abuse

Membership Guidelines

American society is harmed in many ways by alcohol abuse and other drug use--decreased productivity, serious health problems, breakdown of the family structure, and strained societal resources. Problems of abuse have a pervasive impact upon many segments of society--all socioeconomic groups, all age levels, and even the unborn. Education and learning are especially impaired by alcohol abuse and other drug use. Use and abuse among college students inhibits their educational development and is a growing concern among our nation's institutions of higher education. Recent national and campus surveys indicate that alcohol abuse is more prevalent than other drug use and that institutions increasingly are requesting community support and mounting cooperative efforts to enforce their policies.

As higher education entered the 1980's, there was clear recognition that alcohol and other drug abuse were major problems. Institutions responded by increasing disciplinary sanctions and educational programs. The higher education community, through various professional associations, also took action. In 1981, the Inter-Association Task Force on Alcohol and Other Substance Issues was created. That Task Force, made up of representatives of various higher education associations, developed college marketing guidelines targeted at the sale and distribution of alcohol products on U.S. campuses. With the cooperation of colleges and universities in 1984, the Task Force created National Collegiate Alcohol Awareness Week and established a model campus alcohol policy.

In 1986, Congress responded to the national problem by passing the Drug Free Schools and Communities Act "to establish, implement and expand programs of drug abuse education and prevention (including rehabilitation referral) for students enrolled in colleges and universities..." Unfortunately, colleges that attempt to institute model programs or effective strategies for coping with problems of alcohol abuse and other drug use will find sparse information available in the national data bases and no formal mechanisms for sharing information.

In 1987, the U.S. Department of Education's Office of Educational Research and Improvement responded to the higher education community's need for assistance by calling for a network of institutions willing to commit time, energy and resources to eradicate substance abuse on their campuses. The stated goals of the Network are 1) to collect and disseminate research and practice-based knowledge about successful programs; 2) to provide a forum and mechanism for continuing communication and

collaboration among institutions of higher education; and 3) to identify areas and problems for further research and development.

With this purpose in mind, a group of 15 higher education administrators met to develop a set of minimum standards required for institutions to become members in the Network. This group represented a cross section of individuals concerned with campus substance abuse, and included chief student affairs officer, health educators, and legal specialists. The standards formulated at the meeting were reviewed, modified, and affirmed. In December 1987, William J. Bennett, former Secretary of Education, convened a select group of college presidents representing liberal arts institutions, large universities, military schools, and 2-year colleges. This group also reviewed, modified and affirmed the Standards. These Standards have been reviewed by professional higher education associations for their endorsement.

The Network seeks the participation of colleges and universities who have made a solid commitment throughout their institutions to:

- Establish and enforce clear policies that promote an educational environment free from the abuse of alcohol and use of other drugs.

- Educate members of the campus community for the purpose of preventing alcohol abuse and other drug use, as well as educate them about the use of legal drugs in ways that are not harmful to themselves or to others.

- Create an environment that promotes and reinforces healthy, responsible living; respect for community and campus standards and regulations; the individual's responsibility within the community; and the intellectual, social, emotional, spiritual or ethical, and physical well-being of its community members.

- Provide for a reasonable level of care for alcohol abusers and other drug users through counseling, treatment, and referral.

Network of Colleges and Universities
Committed to the Elimination of
Drug and Alcohol Abuse

STANDARDS

The Standards of the Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse define criteria for institutional membership in the Network. The Standards are organized within the four areas of policy, education, enforcement and assessment.

A. Policy

Network members shall...

1. Annually promulgate policy, consistent with applicable Federal, State and local laws, using such means as the student and faculty handbooks, orientation programs, letters to students and parents, residence hall meetings, and faculty and employee meetings.

2. Develop policy which addresses both individual behavior and group activities.

3. Define the jurisdiction of the policy carefully to guarantee the inclusion of all campus property. Apply campus-based standards to other events controlled by the institution.

4. Stipulate guidelines on marketing and hosting for events involving students, faculty, staff, and alumni at which alcoholic beverages are present.

5. State institutional commitment to the education and development of students, faculty, and staff regarding alcohol and other drug use.

B. Education Programs

Network members shall...

1. Provide a system of accurate, current information exchange on the health risks and symptoms of alcohol and other drug use for students, faculty, and staff.

2. Promote and support alcohol-free institutional activity programming.

3. Provide, with peer involvement, a system of intervention and referral services for students, faculty, and staff.

4. Establish collaborative relationships between community groups and agencies and the institution for alcohol and other drug related education, treatment, and referral.

5. Provide training programs for students, faculty, and staff to enable them to detect problems of alcohol abuse and other drug use and to refer persons with these problems to appropriate assistance.

6. Include alcohol and other drug information for students and their family members in student orientation programs. The misuse and abuse of prescription and over-the-counter drugs also should be addressed.

7. Support and encourage faculty in incorporating alcohol and other drug education into the curriculum, where appropriate.

8. Develop a coordinated effort across campus for alcohol and other drug-related education, treatment, and referral.

C. Enforcement

Network members shall...

1. Publicize all alcohol and other drug policies.

2. Consistently enforce alcohol and other drug policies.

3. Exercise appropriate sanctions for the illegal sale or distribution of drugs; minimum sanctions normally would include separation from the institution and referral for prosecution.

D. Assessment

Network members shall...

1. Assess the institutional environment as an underlying cause of alcohol abuse and other drug use.

2. Assess campus awareness, attitudes, and behaviors regarding the abuse of alcohol and use of other drugs and employ results in program development.

3. Collect and use alcohol- and other drug-related information from police or security reports to guide program development.

4. Collect and use summary data regarding health and counseling client information to guide program development.

5. Collect summary data regarding alcohol- and other drug-related disciplinary actions and use it to guide program development.

APPENDIX B

THE DRUG-FREE SCHOOLS AND COMMUNITIES ACT AMENDMENTS OF 1989

APPENDIX B

The Drug-Free Schools and Communities Act Amendments of 1989 (Public Law 101-226), signed by President Bush on December 12, 1989, requires an institution to certify to the U.S. Department of Education by October 1, 1990, that it has adopted and implemented a program to prevent the illicit use of drugs and the abuse of alcohol by students and employees. At a minimum, this program must include the annual distribution of the following to each student and employee:

- Standards of conduct that clearly prohibit, at a minimum, the unlawful possession, use, or distribution of illicit drugs and alcohol by students and employees on its property or as part of any of its activities;
- A description of the applicable legal sanctions under local, State, or Federal law for the unlawful possession or distribution of illicit drugs and alcohol;
- A description of the health risks associated with the use of illicit drugs and the abuse of alcohol;
- A description of any drug or alcohol counseling, treatment, or rehabilitation or re-entry programs that are available to employees or students; and
- A clear statement that the institution will impose sanctions on students and employees (consistent with local, State, and Federal law), and a description of those sanctions, up to and including expulsion or termination of employment and referral for prosecution, for violations of the standards of conduct.

The law further requires an institution of higher education to conduct a biennial review of its program to (a) determine its effectiveness and implement changes if they are needed; and (b) ensure that the sanctions developed are consistently enforced.

Drug-Free Schools and Communities Act Amendments of 1989 (P.L. 101-226), December 12, 1989

Sec 11 DRUG-FREE SCHOOLS AND CAMPUSES.

(a) In General-

(1) Certification of DRUG AND ALCOHOL ABUSE PREVENTION PROGRAM.- Title XII of the Higher Education Act of 1965 (20 U.S.C. 1001 et seq.)is amended by adding at the end a new section 123 to read as follow:

"DRUG AND ALCOHOL ABUSE PREVENTION"

"Sec. 1213. (a) Notwithstanding any other provision of law, no institution of higher education shall be eligible to receive funds or any other form of financial assistance under any Federal program, including participation in any federally funded or guaranteed student loan program, unless it certifies to the Secretary that it has adopted and has implemented a program to prevent the use of illicit drugs and the abuse of alcohol by students and employees that, at a minimum, includes-

"(1) the annual distribution to each student and employee of-

"(A) standards of conduct that clearly prohibit, at a minimum, the unlawful possession, use, or distribution of illicit drugs and alcohol by students and employees on its property or as part of any of its activities:

"(B) a description of the applicable legal sanctions under local, State, or Federal law for the unlawful possession or distribution of illicit drugs and alcohol:

"(C) a description of the health risks associated with the use of illicit drugs and the abuse of alcohol:

"(D) a description of any drug or alcohol counseling, treatment, or rehabilitation or re-entry programs that are available to employees or students; and

"(E) a clear statement that the institution will impose sanctions on students and employees (consistent with local, State, and Federal law), and a description of those sanctions, up to and including expulsion or termination of employment and referral for prosecution, for violations of the standards of conduct required by paragraph (1)(A), and

"(2) a biennial review by the institution of its program to-

"(A) determine its effectiveness and implement changes to the program if they are needed; and

"(B) ensure that the sanctions required by paragraph (1)(E) are consistently enforced.

(b) Each institution of higher education that provides the certification required by subsection (a) shall, upon request, make available to the Secretary and to the

public a copy of each item required by subsection (a)(1) as well as the results of the biennial review required by subsection (a)(2).

"(c)(1) The Secretary shall publish regulations to implement and enforce the provisions of this section, including regulations that provide for-

"(A) the periodic review of a representative sample of programs required by subsection (a), and

"(B) a range of responses and sanctions for institutions of higher education that fail to implement their programs or to consistently enforce their sanctions, including information and technical assistance, the Development of a compliance agreement, and the termination of any form of Federal financial assistance.

"(2) The sanctions required by subsection (a)(1)(E) may include the completion of an appropriate rehabilitation program.

"(d) Upon determination by the Secretary to terminate financial assistance to any institution of higher education under this section, the institution may file an appeal with an administrative law judge before the expiration of the 30-day period beginning on the date such institution is notified of the decision to terminate financial assistance under this section. Such judge shall hold a hearing with respect to such termination of assistance before the expiration of the 45-day period beginning on the date that such appeal is filed. Such judge may extend such 45-day period upon a motion by the institution concerned. This decision of the judge with respect to such termination shall be considered to be a final agency action."

(2) EFFECTIVE DATE- (a) Except as provided in subparagraph

(B), the amendment made by paragraph (1) shall take effect on October 1, 1990.

(B) The Secretary of Education may allow any institution of higher education until not later than April 1, 1991, to comply by paragraph (1) if such institution demonstrates-

(i) that it is in the process of developing and implementing its plan under such section: and

(ii) it has a legitimate need for more time to develop and implement such plan.

APPENDIX C

Guidelines for Beverage Alcohol Marketing on College and University Campuses

Inter-Association Task Force on Campus Alcohol Policy Issues

Appendix C

Inter-Association Task Force on Campus Alcohol Policy Issues

Guidelines for Beverage Alcohol Marketing on College and University Campuses

1. Beverage alcohol marketing programs specifically targeted for students and/or held on campus should conform to the code of student conduct of the institution and should avoid demeaning sexual or discriminatory portrayal of individuals.

2. Promotion of beverage alcohol should not encourage any form of alcohol abuse and should not place emphasis on quantity and frequency of use.

3. Beverage alcohol (such as kegs or cases of beer) should not be provided as free awards to individual students or campus organizations.

4. No uncontrolled sampling as part of campus marketing programs should be permitted and no sampling or other promotional activities should include "drinking contests."

5. Where controlled sampling is allowed by law and institutional policy, it should be limited as to time and quantity. Principles of good hosting should be observed, including availability of alternative beverages and food and planned programs. The consumption of beer, wine, or distilled spirits should not be the sole purpose of any promotional activity.

6. Promotional activities should not be associated with otherwise existing campus events or programs without the prior knowledge and consent of appropriate institutional officials.

7. Display or availability of promotional materials should be determined in consultation with appropriate institutional officials.

8. Informational marketing programs should have educational value and subscribe to the philosophy of responsible and legal usee of the products represented.

9. Beverage alcohol marketers should support campus alcohol awareness programs that encourage informed and responsible decisions about the use or nonuse of beer, wine, or distilled spirits.

10. If permitted, beverage alcohol advertising on campus or institutional media--including that which promotes events as well as product advertising--should not portray drinking as a solution to personal or academic problems of students or as necessary to social, sexual, or academic success.

11. Advertising and other promotional campus activities should not associate beverage alcohol consumption with the performance of tasks that require skilled reactions such as the operation of motor vehicles or machinery.

12. Local off-campus promotional activities primarily directed to students should be developed with the previous knowledge of appropriate institutional officials.

ACKNOWLEDGMENTS

Principal staff work for the preparation of this Guide was done be Deborah A. Williams of the Educational Networks Division, Programs for the Improvement of Practice, Office of Educational Research and Improvement. We appreciate the efforts of other Department of Education staff who assisted in this effort:

Vonnie Veltri
Maura Daly
Debbie Rudy
Richard Lallmang
Jean Tolliver
Deborah Crawford
Martha Catto
Phil Carr
Nancy Young

Special thanks to the Planning Group of the Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse and the College Team of the Office for Substance Abuse Prevention, Department of Health and Human Services, for providing counsel, reviewing drafts, and giving generously of their time and effort.

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